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index lies in the fact that the dictionary cannot be made complete. Local or newly created terms are constantly being met with, and the index enables the enumerator to determine to which classes they should be assigned. Dr. Bertillon explains fully and convincingly the system elaborated by him and reproduces his suggested lists of occupations and diseases. The work necessary for their preparation must have been enormous, and their importance cannot be over-estimated. Without some such lists international comparisons are impossible. It should be stated that Dr. Bertillon's work has received the approval of the International Statistical Institute. Especial attention has been here directed to this question, as it and his related discussions of other elements involved in so collecting and presenting statistical information as to permit of international comparisons undoubtedly constitute the part of greatest interest to the American student.

Mention should also be made of his study of the methods of census taking in different countries and of the chapters giving the history and organization of statistical bureaus in Europe and the United States. Though the information given in the latter is not as complete as one could desire, it is still of great value to students desiring to obtain a knowledge of statistical work in other countries. In his chapter on the elements of demography the author is on his special ground and makes the most of his opportunities.

Finally, it should be said in conclusion, that Dr. Bertillon's work is of value—every word of it. It is only to be regretted that he did not either produce a simple text-book laying down the general rules of statistical work and eschewing debatable questions or points of interest only to statisticians in particular branches of work, or give us the benefit of his universally recognized statistical attainments in a general treatise on statistical science.

WILLIAM FRANKLIN WILLOUGHBY.

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*The Nature of the State.* By W. W. WILLOUGHBY, PH.D. New York: Macmillan and Co., 1896. 8 vo. pp. xii+448.

THERE are two methods by which politics may be studied. We may examine the characteristic features of political institutions as they have existed in the past; or we may try to discover the essential nature of the state from the necessary relations of men in society, and thus to

construct working definitions for some of the principal concepts of political science. The latter has been the aim of this book. To some, any such attempt may be open to the charge of being fruitless speculation, but it needs no argument to say that in no subject is there a greater looseness of expression than in the discussion of political questions and a close analysis of terms becomes the more necessary since in political life mere words become a tremendous force.

The author starts out well in limiting his field to the state as a political organization. Whatever human relations may be of interest to the economist or sociologist, political science has to deal with society only as politically organized. The work includes a discussion and criticism of the various views as to the origin of the state, the nature of law, of sovereignty and its location in the body politic, of the aims of the state, and of the various forms of government. In all this the author shows himself an excellent critic. He excels in a clear statement of the various views held, and in pointing out the difficulties connected with them, rather than in the construction of a consistent theory. The language is at all times clear and consistent. The chapter on the location of sovereignty is the least satisfactory. This is at present a most difficult question, from the fact of the appearance of written constitutions, the extension of suffrage, the changed conception of citizenship and allegiance and the greater sensitiveness to public opinion. Mr. Willoughby finds sovereignty exercised wherever the will of the state is expressed, that is, in legislative bodies, conventions, the referendum, and, where such occur, in the independent ordinances of the executive. But this view is inadequate, for statutes and ordinances express the complete will of the state only when they issue a definite command or prohibition. In most cases administrative officers must have a large field of discretion. It is not until the will of the state is put into actual execution that it is completely expressed. To say that such power is a delegated one, brings us into an error which is common in America—the identification of the state with the voting population. The author does not dispose of the difficulties here. His error all through the discussion is that he ignores executive power as not essential to the exercise of sovereignty, or makes it consist merely of ministerial acts. Will and execution are correlative, and neither in theory nor in fact can they be separated.